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EDUCATIONAL BULLETIN XXX

ADMINISTRATION OF THE PUBLIC SCHOOL SYSTEM 1919-1920

AND

TEACHER SALARY SCHEDULE FOR 1920-21

A REPORT TO THE GOVERNOR

BY

E. C. BROOKS

STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

ISSUED FROM THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION
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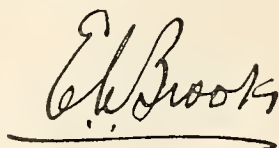
To His Excellency, GOVERNOR T. W. BICKETT,

Raleigh, N. C.

DEAR SIR:—I am transmitting to you a statement of the administration of the Public School System for the year 1919-20 and the salary schedule for the year 1920-21.

I have endeavored to set forth somewhat in detail the administration of the new public school laws, which have changed the administration of schools very materially. I have likewise discussed very fully the needs of the schools for the year 1920-21. The basis of the new salary schedule is discussed at length, and this schedule, which has been favorably received by the teachers, is given in detail.

Very sincerely yours,

A handwritten signature in dark ink, reading "E. H. Brooks". The signature is written in a cursive style with a large, prominent initial "E". A horizontal line is drawn beneath the signature.

State Superintendent Public Instruction.

ADMINISTRATION OF THE PUBLIC SCHOOL SYSTEM FOR 1919-20 AND THE TEACHER SALARY SCHEDULE FOR 1920-21

The special session of the General Assembly which convenes August 10th will adjust the tax rates for schools in accordance with the limitations of the Revaluation Act. This, of course, will affect all school taxes, including those of the State, county and local districts. Since the members of this special session are the same that gave the State the Six Months School Law and the County Budget Act, and since the new rates to be established must provide at least a six months term, the members, of course, will seek to learn how much money was raised for schools last year, how the funds were administered, how they provided a six months term and what amount will be necessary to meet the needs for the year 1920-21.

The appropriations from the State treasury to the public schools of this State for 1918-19, the year before the new laws were enacted, and for 1919-20, the first year of the operation of the new law, are as follows:

1918-19.....	\$ 879,558
1919-20.....	3,500,000

It is impossible to tell the exact figures for 1919-20 because the fiscal year ends November 30, while the school year ends June 30.

As a result the non local tax schools have been extended to six months and the local tax as a rule to eight or nine months.

The total apportionment from State and county for teachers' salaries in round numbers for the two years is as follows:

1918-19.....	\$ 6,500,000
1919-20.....	10,500,000

In the first place I wish to say that our calculations for the year 1919-20 as to the needs, as presented to the General Assembly of 1919, based on the provisions of the county School Budget Act, were correct, and each county was paid from the State the amount that the County School Budget Act called for. The total school revenues from the State public school fund amounted in round numbers to \$3,500,000 for the year 1919-20. After paying the State's part for three months we shall have a small surplus, perhaps, of about \$25,000 or \$50,000. But there would have been no possible surplus if all the schools needing teachers had been filled, there being 403 teachers needed that were not to be secured.

It is clear that 10% added to the amount received, as specified above, plus a possible surplus of about \$50,000, will amount in round numbers to \$3,900,000 with which to meet the State's part of the six months term for three months and provide the increase in teachers' salaries for the year 1920-21.

I shall discuss the administration of these funds for the year 1919-20 and the budget for 1920-21 for the enlightenment and consideration of the General Assembly under four heads:

(1) The enforcement of the State wide certification law and the classification of teachers according to scholarship, experience, and professional fitness.

(2) The inauguration of a graduated salary schedule for teachers based on the grade or class of certificate held, thus giving to each certificate a definite salary value.

(3) The reorganization of teacher training in the State by broadening and raising the standard of professional courses both in the summer schools and in the regular academic terms of the colleges.

(4) The improvement of the county administration in order to secure better supervision, provide a better type of schools and secure a better administration of county funds in general.

I. Enforcing the Certification Law

A State wide certification law was enacted in 1917, but before it could be inaugurated the United States entered the war. So many teachers were drawn from the profession to aid in war work that it was impossible to enforce the rules and supply teachers for the schools. Therefore, the teachers were not properly certificated until the year 1919-20, when the new public school law was enacted. The war was now over and teachers who had left the profession temporarily were returning. Moreover, the County School Budget Act of 1919 provided that State and county funds which were increased from about \$6,500,000 to \$10,500,000 or about 60%, should be apportioned on the basis of the certificate held. It became necessary, therefore, first to enforce the certification law in order to ascertain the standing of the teachers that the State and county funds might be apportioned wisely and in accordance with law.

The County Budget Act provides, furthermore, that the State shall pay the salaries of all teachers for three months, according to a definite salary schedule which was determined by the class and grade of certificates held.

The county budgets had to be prepared and submitted to the county commissioners in May, 1919, before the certification of all the teachers could be completed. At that time not over one-half of the teachers held any certificate at all. The basis on which the State apportionment was made, therefore, for 1919-20 to the several classes of teachers was as follows:

TABLE I. *Salary Schedule for Teachers for 1919-20*

Second Grade.....	\$45.00 a month
Elementary.....	65.00 a month
Primary and Grammar Grade.....	70.00 a month
High School.....	75.00 a month

But for all teachers holding State certificates, who were paid the previous year monthly salaries higher than that specified above, the law provided that the apportionment to these should be made on the basis of the salary paid the previous year. Most of the teachers holding certificates above the elementary grade, or entitled to hold these certificates, were paid a monthly salary higher than that specified above, and \$75.00 a month became the minimum salary for this class of teachers. Therefore, teachers paid higher than \$75.00 a month for the year 1918-19—received no increase in salary from the State apportionment, but were allowed the same monthly salary from the State in 1919 that they received in 1918.

The great increase in salary, therefore, from the State funds went to the rural teachers who had been paid the previous year an average salary of \$35.00 a month for teachers holding the second grade certificate, and \$45.00 a month for teachers holding the elementary certificate.

The apportionment from the State to the local-tax schools, however, being so much greater than ever before, the local-tax funds were released so that the local committee might increase the salaries of the teachers who were paid the previous year more than the scale provided above, and all teachers of this class that received an increase in salary, received the increase out of local-tax funds.

This salary schedule made it necessary for every teacher to secure a certificate. It was announced that no apportionment would be made to schools for any teachers except on the basis of a county second grade certificate, which the superintendent is authorized to issue, unless the teachers were properly certificated. This threw the burden on the county and city superintendents to see that all teachers were certificated. Many sperintendents were slow in realizing the importance of this work. Therefore, it was not until near the close of the school year that the job was completed. But the State funds were held in the treasury until the work was completed.

After all the teachers were certificated, our records show that 12,622 white teachers and principals and 3,690 Negro teachers and principals or a total of 16,322 are classified as follows:

TABLE II. *Classification of Teachers.*

WHITE		COLORED	
1. Second Grade.....	3,451	Second Grade.....	2,375
2. Provisional B.....	98	Provisional B.....	41
3. Provisional A.....	355	Provisional A.....	15
4. Temporary.....	1,708	Temporary.....	328
5. Elementary.....	4,461	Elementary.....	686
6. Higher and Special.....	2,197	Higher and Special.....	213
7. Principals.....	352	Principals.....	32
Total.....	12,622	Total.....	3,690

(It will be observed that three certificates are provided between the second grade and the elementary that were not mentioned in the County Budget Act. These are provided that teachers might progress by degrees from the second grade to the elementary certificate.)

In addition to these there were 223 white schools and 180 Negro schools—a total of 403—unable to open for lack of teachers.

It is apparent that six classes of teachers' certificates are provided, based upon experience, scholarship, and professional training. These may be divided into two general classes: (1) The county second grade, provisional and temporary certificates, which are below the State certificate; and (2) the State certificates, which embrace the elementary and all higher certificates.

II. The New Salary Schedule

The experience of last year demonstrated that it was absolutely necessary to provide a higher salary schedule from the State funds this year for those who are qualified to teach. The most poorly prepared teachers received last year the largest per cent increase because the monthly salary was so low that it was impossible to maintain even this grade of teachers without the increase. Since only a small num-

ber of schools remained closed this is an evidence that a wise provision was made. Moreover, the local tax districts were able, temporarily, to provide for a reasonable increase in the salaries of the better qualified teachers. But they are no longer able to make the necessary increase to hold the best teachers in the profession without a liberal increase from the State funds.

In order, therefore, to hold the best qualified teachers, who as a rule are in the local tax districts where about 65% of the children of the State are taught, and to give an incentive to young men and women to enter the profession and to rise to the higher certificate, it has become absolutely necessary to prepare another salary schedule and this time to place the emphasis on professional fitness in order that those less qualified may have an incentive to rise in the profession and those already well qualified may be content to remain in the profession and maintain a fair living standard.

The new salary schedule for 1920-21, which has been approved by the county and city superintendents but which does not provide for an exceptionally large increase from the State for the first year, is as follows:

TABLE III. *Salary Schedule for 1920-21*

<i>Kind of Teachers' Certificates Held</i>						<i>Monthly Salary</i>
1. Second Grade.....						\$45.00
2. Provisional B.....						50.00
3. Provisional A.....						55.00
4. Temporary.....						60.00
5. Elementary:						
	<i>No experience</i>	<i>1 yr.</i>	<i>2 yrs.</i>	<i>3 yrs.</i>	<i>4 yrs.</i>	
(1) Without college training	\$ 65.00	\$ 70.00	\$ 75.00	\$ 80.00	\$ 85.00	
(2) Equivalent of one college year.....	75.00	80.00	85.00	90.00	95.00	
6. Higher Certificates, Primary, Grammar, or High School:						
(1) Based on two years' stand- ard college credit or by examination.....	85.00	90.00	95.00	100.00	105.00	
(2) Graduate normal school or three years' standard col- lege credit.....	90.00	95.00	100.00	105.00	110.00	
(3) Graduate of A College.....	100.00	105.00	110.00	120.00	133.33	

It was possible to work out this salary schedule on this basis and keep within the limitations of the revaluation act. The total from the State funds for all classes of teachers, principals and superintendents, according to the several classes and grades of certificates held at the end of the school year, 1919-20, amount to \$3,-947,600. The State's basis should always be a minimum basis, leaving it to the counties and local districts to make such provisions out of their funds as the peculiar needs of the schools demand.

The salaries of the fifth and sixth divisions of certificates as given above are worked out on the basis of experience and professional training. Those without experience, but with the required professional training, are to be paid the minimum, and those with four or more years' experience and required professional training, the maximum salaries. None of the teachers in 1, 2, 3, and 4 divisions will receive an increase in salary next year, unless they raise the value of their certificates by attending school.

By a little calculation it will be seen that 5,612 white and 2,758 colored teachers, or a total of 8,370 that belong to the first four divisions, will receive no increase in salary for 1920-21 unless they raise the value of their certificates. This is a little over half the teachers of the State. These are the teachers that received last year

the largest increase, in some instances at least 100% increase in an annual salary. But before any more increase is to be allowed they must improve their professional standing, and this is just. Moreover, this is absolutely necessary in order to live this year within the provisions of the revaluation act and provide such an increase as will preserve the best teachers to the profession.

The maximum salary allowed for the best qualified teachers is \$1,200 a year, after four years' experience, or \$133.33 a month. This is about the salary of a good stenographer; and a good teacher, a graduate of a standard college, having four years' experience, should certainly draw as much as a good stenographer, or the best teachers will leave the profession. This, it seems, is as little as the State should be called upon to provide for this class of teachers who are in every way as good teachers as a rule as the nation affords. This salary schedule was worked out with the limitations of the revaluation act in mind. It was impossible to give every teacher this year a substantial raise. It was deemed advisable, therefore, to place the increase where it would give the greatest returns. The amount required to meet this schedule comes reasonably safe within the limitations of the revaluation act. The only uncertain element is the number of teachers who will raise the value of their certificates before the opening of school this fall. The effect of this schedule has had a tremendous influence on the teaching profession, as will be seen from the number of teachers who are attending school this summer.

EFFECT OF THE NEW SALARY SCHEDULE

The salary schedule for 1920-21 as outlined above and already published to the teachers of the State, has had a most far-reaching effect in three ways:

(1) It has enlightened patrons as to who are the best qualified teachers. Heretofore patrons had no way of determining when they were securing a well-qualified teacher, unless the reputation of the same was well known in the community. As a result of the classification of certificates a record of every teacher is filed in the office of the State Board of Examiners, and any patron can now learn the qualifications of any teacher in the State. Moreover, a district now cannot afford to employ a poorly prepared teacher and pay a salary higher than the certificate will justify since the State apportionment will be made on the basis of the certificate held. Patrons as a rule are now endeavoring to secure teachers with the higher certificates, and many will be disappointed since there are only about half enough of those holding the State certificate to supply the demand.

(2) It has given a purpose to teacher training and an incentive to teachers to improve their standing that the State has never known before. Every teacher in the State was given a brief statement of the relative value of all certificates and what would be required to raise her certificate from a lower to a higher class and several thousand teachers at once expressed a desire to return to school and improve themselves. This is the most remarkable showing, perhaps, in any State, and is a fine illustration of what the State may expect of its teachers when they feel that at last professional fitness is to be rewarded.

Many who hold the lowest certificate have already signified their intention not to teach next year, but to attend some high school or some normal school in order to prepare themselves to render better service, thus raising their certificate and securing a higher salary.

(3) It became necessary, as a result of this demand on the part of the teachers, for the State Board of Examiners to outline in detail and make provision for teacher training that would meet the State's needs and give the teachers an opportunity to improve their standing.

The summer school program outlined for this summer and the number of teachers attending school is the most encouraging sign that has ever been exhibited in teacher training in the State. In order that this statement may not seem to be needlessly superlative, I wish to discuss somewhat in detail the teacher training work for this summer.

III. New Teacher Training Program

Last January representatives of all the colleges that have teacher training departments were invited to meet in conference in the office of the State Superintendent to cooperate with the State Board of Examiners in making provisions to meet the new demands of the state for a better preparation of teachers. After a conference that lasted from time to time for a period of two weeks, plans for two kinds of summer schools were effected.

(1) State summer schools in which only teachers who hold the State certificate or who are entitled to enter the freshman class of the institution should be permitted to attend and receive credit in raising the value of the certificate.

(2) County summer schools in which teachers who hold the certificate below the lowest State certificate or who are without certificates and are unable to secure a State certificate on the basis of high school graduation, should be permitted to attend and receive credit in raising the value of the certificate.

Heretofore teachers of all grades and preparation had been grouped together in the same classes, both in the State summer schools and in the county institutes or county summer schools. There was little or no attempt to classify teachers in accordance with their training, experience and scholarship. But the new provision agreed upon by the representatives of all the colleges and the State Board of Examiners, provided very definite classifications in order to give more definiteness to the work and more purpose to the summer school courses.

All the teachers of the State were at once acquainted with these provisions and were urged to attend the summer school which their certificate permitted them to enter. Courses of study were outlined showing what those would be expected to study who would attend the county summer school or the State summer school, in order that they might know how to raise the value of their certificates. Emphasis was placed upon subject matter which the teachers would teach in the school. Courses were outlined showing what credits would be allowed and how much work would be necessary to pass from the lowest county certificate to the State certificate. It will require on an average of four summers of six weeks each or one year of normal school work for a teacher to pass from the lowest certificate to the elementary certificate before the salary is greatly increased. The courses are so arranged that one-fourth of these requirements may be worked off in one summer school. This is called one unit of work and for each credit unit received the salary is to be automatically increased five dollars a month. Only in this way can teachers of this class receive an increase in salary, and very few will be able to raise the value of the certificate more than one unit in one summer.

The courses in the State summer schools were outlined in detail showing what subjects teachers should take and how much work would be necessary to pass from the lowest to the highest State certificate. It will require as a rule four summers of six weeks each to pass from one grade of certificate to a higher grade. Four summer schools is made the equivalent of one year of college work. The value of the State certificate depends upon scholarship, professional training and experience. But a teacher holding one of the higher certificates who has had ten years of success-

ful experience and is recognized as a good teacher in the community may receive the highest salary, although this teacher may never have attended college. But the evidence must be presented that such a teacher has a recognized standing in the community. As a rule the length of continued service in the same community will determine whether the maximum or minimum of a given grade will be paid. But in order to raise the value of a certificate in the future the teacher must attend summer school.

EFFECT OF THE TEACHER TRAINING PROGRAM

Early in the spring it began to appear very clearly that a great demand would be made by the teachers for admission into summer schools. Provisions were made, therefore, in nine colleges for State summer schools of six or eight weeks. But the demands were so heavy that these were unable to take care of the teachers seeking admission and after the summer schools opened, the State Department persuaded two other colleges—one in the western part and one in the eastern part of the State—to open their institutions and provide opportunities for teachers who were unable to secure accommodations in the institutions already opened. They promptly complied with our request and as a result eleven colleges have been engaged to give instruction to teachers this summer.

These institutions are—The University of North Carolina, State College of Agriculture and Engineering, North Carolina College for Women, Trinity College, East Carolina Teachers Training School, Cullowhee, Appalachian Training School, Asheville Normal School, Flora MacDonald, Lenoir College, and Atlantic Christian College. The last two were opened to take care of the overflow from the other institutions.

From reports received, about 4,000 teachers have been enrolled in these institutions this summer. Since they can receive no credit without attending full time it is safe to say that a large majority of these will attend continuously for the entire term and will improve their standing this summer. This 4,000 does not include the large number of teachers who attended summer schools in other States. We have no way of estimating the number of these.

The demand for county summer schools has been almost as great. Eighty of the one hundred counties have arranged to hold county summer schools, from six to eight weeks, with from two to four instructors teaching those who hold certificates below the standard State certificate. The county summer schools were made possible through the provision of the Six Months School Act that appropriated \$50,000 out of the State Public School Fund for teacher training. The State Board of Examiners was instructed to use this fund in improving teachers in service and providing better qualified teachers for the rural schools. From reports it is estimated, fairly accurately, that about 3,000 white teachers will be enrolled in these schools, making a total of about 7,000 of the 12,622 white teachers attending school this summer and many will continue their studies in some high school or normal school throughout this year. North Carolina has never before witnessed such enthusiasm on the part of the teachers for an opportunity to improve their standing. This is an evidence that the new salary schedule is favorably received by the teachers.

Similar provisions have been made for the Negro teachers. Practically every college and normal school for Negroes in the State has been opened for six weeks, and the number of counties holding summer schools for Negroes is twenty-nine. The most of these are joint summer schools in which two or more counties are combined.

Reports received from the Negro schools indicate that at least one-half the Negro teachers of the State are making similar attempts to improve their standing.

In order to strengthen the standard high schools and encourage them to co-operate with the State in providing an adequate number of elementary teachers, teacher-training courses have been added to these schools through the aid of the fund mentioned above. Last year twelve high schools adopted the teacher training courses and about 120 elementary teachers were prepared to teach this fall. These courses consist of a thorough review of the subjects of the elementary grades under the best instructors obtainable. Although it was begun as an experiment, following the practice in other States, it has been so successful that many second grade teachers have already enrolled for next year in the high schools in order to improve their scholarship and pass from the second grade certificate to the State elementary certificate.

The number of State high schools that will adopt the teacher training departments next year will be greatly increased, according to applications already received.

Moreover, the number of County Supervisors to aid the County Superintendent in increasing the efficiency of his teachers has increased from three in 1918 to twenty for 1920-21.

In the conference with the representatives of the colleges it was decided that since the State is raising the value of the certificate and offering to the teachers a better salary schedule, it was necessary to raise the professional requirements in the colleges and normal schools. These new requirements which will place greater emphasis upon a review of subjects to be taught in the elementary and the high school and a study of related subject matter, have been worked out and have been accepted in the main by the colleges. These new requirements will not go into effect until September, 1921, in order that the colleges may have an opportunity to study them more closely and adjust them to the college schedule.

Before the General Assembly convenes it may be possible to estimate fairly accurately the number of teachers who will improve their standing as a result of attending school from six to eight weeks this summer. Perhaps, no State in the union ever saw before from 50% to 60% of its teachers all attending school at the same time striving to improve their professional standing. Even the most optimistic in this State did not dream of such a large attendance this year. But this is the finest evidence that no bolshevism or pernicious radicalism prevails among the teachers of North Carolina. They desire to render a greater service and if the way is provided within four or five years the second grade and poorly equipped teacher will be eliminated, and we shall have a great teaching profession worthy of a great State.

IV. Better County Administration

The new salary schedule and the teacher training program makes it absolutely necessary to improve the administration and supervision of the schools in the several counties of the state. If the funds for teachers' salaries have increased 60% the administration and supervision of these schools should increase in efficiency at least as much in order to secure the best results and safeguard the expenditure of State and county funds. It is unwise for the State to send large sums of money into a county in which county boards have failed to provide for a wise administration of the public school fund and secure adequate supervision of schools. The new salary schedule and the teacher training program, therefore, make it absolutely necessary to strengthen the county as the unit of administration and to build up these local self-governing units to an efficient plane. The farther the units of con-

control are removed from the activities of the people the less efficient will be the government, and if the unit of control is without a competent executive the government will likewise fail. The State Department has endeavored to draw the line clearly between the State and the county in order to strengthen as much as possible the county administration. Wherever any vacancies have occurred in the superintendency the State Department has rigidly adhered to the law insisting that new superintendents elected must be qualified according to law.

The work of the State Department should be almost wholly advisory, to see that the laws are obeyed, that certain legal standards are maintained, and that the children are not neglected, for the children are the wards of the State. It is the duty of the county to run the schools.

I thoroughly believe that by strengthening the county administration of schools we shall likewise strengthen the general administration of county government.

The State Department cannot enter a county, supervise the finances, and conduct the schools, and the time has come when we should encourage in every way possible the building up of the county as the unit of administration in order to improve local self-government. This may be done in three ways, all of which are practical and easily applied:

(1) By raising the standard of county superintendents and providing clerical assistance sufficient to handle the funds and supervise instruction wisely.

(2) By employing a system of county auditing and publicity that will acquaint the people with the efficiency of all county officials who handle public funds.

(3) By requiring the grand jury to present annually to the first session of the court that convenes after the close of the fiscal year, a review of the auditor's report showing to what extent the public funds have been accurately received and disbursed, and how the school law has or has not been enforced.

Last September after the tax books had been made out it was discovered that fourteen counties had failed to levy the 32 cents State tax. This was perhaps due to carelessness or the ignorance of the law. But whatever was the cause it is an evidence of poor management. Of course, the taxes were finally levied and collected, but such carelessness in county administration is inexcusable for each county is capable of efficient local self-government.

It is possible to stimulate the people to aspire to attain a plane of efficient self-government, but it is not even probable that this plane will be reached until the responsibility is placed on the people and until they feel the necessity of demanding efficient administration of its officials who should be held to a strict accountability by counties. The fear of the law is the beginning of efficient government.

The world is entering a new era of taxation that is bewildering alike to the political economist and the practical politician. If the system of taxation is just and the expenditure of the public revenue is likewise just, we shall have, as a rule, efficient government. But wherever there is inefficiency, whether due to ignorance or carelessness, the people distrust the public officials and the government drifts into anarchy or mob law and the center of control must inevitably pass from the local community.

I shall discuss briefly, however, the necessity for raising the standard of the county superintendent. Over half the funds raised by public taxation are for public education. Therefore, I repeat, if school administration is made efficient it will lead the way to more efficient county government in general.

The lack of business methods in handling the general county funds in some instances makes it impossible in these counties to determine what amount of the taxes is due the schools and how much is due the other county departments. Some-

times discouraging reports come from counties showing that the funds as they are paid into the treasury are not accurately reported and correctly distributed. Add to this confusion a weak superintendent and the confusion becomes worse confounded. In most counties the funds are handled in a business-like way and it is easy to tell how the money has been spent. The new county school budget, which was enacted by the last General Assembly, looks to better administration of the finances and if the people can see that the public funds are wisely spent they will not hesitate to provide for necessary expenses. Therefore, a system of county auditing must be insisted upon in order that the people may know annually how their funds have been used.

The new salary schedule, therefore, provides for a large increase in the salaries of the competent superintendents. But those who are not competent must either improve their standing or in the end be eliminated. There is no other way to safeguard the State funds and guarantee a good school system in each county.

The duties of the county superintendent are:

(1) To provide a budget showing the needs of the county and the detailed expenditure of the funds in order that each teacher and each district will know that justice has been done.

(2) To prepare and preserve complete records of the teachers employed, the grade of certificates held and the needs of the several districts.

(3) To supervise the schools and provide for the professional growth of the teachers and direct the work throughout the school year.

(4) To perfect a county-wide plan of consolidation and follow it in order to establish the right kind of schools in the county and have a building program that will not only eliminate the waste but will at the same time provide adequate accommodations for the children.

Every county is now anxious to rebuild its school houses. Already the demands for new buildings amount to over \$15,000,000—more than all the school property is worth. It costs now to build! But when a new building is demanded it should be a permanent institution and should be located with reference to an intelligent plan both as to the needs of the county and as to the kind of instruction to be given. It would pay every county that contemplates any extensive building to employ a supervisor of construction whose duties should be to erect the buildings and make the necessary repairs.

(5) To provide for more efficient elementary schools and to plan for more and better high school instruction.

The elementary schools will be strengthened by giving direction to the course of study and improving the quality of teachers. Only a superintendent who is professionally trained can give proper directions to these schools. The best type of rural high school, as will be seen later, is a school of at least six teachers, and it is possible for every county to so plan a reorganization of its schools as to give at least one such school in most of the townships of the counties of the State. It may take a few years to reach this aim, but it is worth working for.

It is an unwise policy to run the high schools of a township or district for eight or nine months and the elementary school for only six months, as is done in some instances in the local tax districts. The six months' term does not carry a child through the elementary school. To illustrate, in one county the elementary schools of six months enrolled 5,500 children and only 165 finished the seventh grade. In every county investigated the per cent of graduates of the six months schools were almost as low. In hundreds of such schools not a single pupil had reached the seventh grade.

Moreover, it is becoming more and more difficult to employ the better prepared teachers in the six months' term. Such a policy of running the high schools longer than the elementary schools discriminates against the poorer families who are unable to board their children away from home and provide tutors for them at the end of the six months' term. In many counties, therefore, the poorer children are without any high schools whatever.

The larger consolidated school of at least six teachers is not desired solely because of its size, but because it makes it possible to carry the children through the elementary school, provide high school instruction within a reasonable distance of all the children, secure more efficient health supervision and better co-operation of the people. Yet, in many counties because of the number of small one-room schools there is not a single standard high school, not a single school that could prepare teachers for the elementary school, to say nothing of providing for the instruction in agriculture and home-making. Every county in the State needs more high schools and some way should be found at once to provide these institutions for those counties.

It will be impossible ever to secure enough teachers for the elementary schools until the counties can supply the high school instruction sufficient to prepare teachers for the elementary certificate. Moreover, the schools will not contribute a great deal to the building up of the rural districts until the school unit is large enough to give the pupils instruction in those subjects that help to build a rural community.

The county-wide plan of organizing the schools which has already been adopted by a number of counties seems to be the solution. It makes it possible to build teachers' homes near the school and provide good living conditions for the teachers. In many instances transportation of pupils is necessary but this is more desirable and more economical than the central school with the large dormitory. No high school in the future should be rated as a standard high school unless some provisions are made for teaching vocational subjects. All pupils in the high school should not be required to take the same subjects.

Better administration will secure for the counties instruction in vocational subjects that is absolutely necessary if we expect to build up our rural communities. Vocational agriculture was introduced last year in thirteen new schools of the type mentioned above, and wherever a school of at least six teachers is established it is possible to teach agriculture. The total number of high schools teaching agriculture are forty-two. There should be at least one such school in every county in the State. The subject of agriculture is taught most effectively by means of projects—that is, students in these courses are required to cultivate a small plat of ground or tend some animal on his father's farm.

In order to help the teachers place this home project work on the most practical basis, 700 farms around the schools were studied last year and the resources were tabulated. With this information at hand the teachers can assign projects to pupils and secure the best results. Two hundred and thirteen white and 172 Negro boys cultivated 491 acres, 301 white and 47 Negro boys had animal projects and cared for 4,184 animals, 324 boys kept complete records in proper record books supplied by this department of the projects showing an income to them of \$41,480, which was more than the State and Federal Government combined paid to teach agriculture. This project income per pupil was greater than in any other Southern State.

The average income for white boys was \$150.53, and for Negro boys \$75.50. Teachers of agriculture in these schools held meetings for farmers and conducted courses. Two hundred and forty-eight such meetings were held with a total attend-

ance of 34,547. This is an evidence of what can be done when the school unit is large enough to provide the pupils and the equipment.

Home-making and domestic science can be taught effectively in such schools. Last year 24 such departments were added to the rural or small town schools with an enrollment in these departments of 814. One serious handicap in the way of introducing these subjects in the schools is the lack of prepared home economics teachers. It was absolutely necessary to raise the standard of these teachers in order to make the work a success. Therefore, the standard for home economics teachers has been materially raised and all colleges offering these courses have been urged to raise their standards and give greater emphasis to this subject.

Before 1919 only six mill communities had vocational courses for its employees.

In 1919-20 seventy-four vocational classes were established with an enrollment of 755.

The vocational work cannot be carried on in the small schools. At least a six-teacher school is necessary in order to get classes large enough to develop a community spirit in the interest of vocational subjects. The most progressive counties are now realizing this and are very careful in locating the new buildings and in consolidating districts. As a result more demands for the transportation of pupils have been made this year than in the entire history of the State. But a county without effective administration and supervision cannot give intelligent guidance to patrons and teachers. This vocational work cannot be introduced through the State Department. It is absolutely necessary to rely upon a strong and vigorous county unit in which there is freedom, direction, and intelligent supervision on the part of the chief executive.

Another result that can come only from an efficient county administration is the elimination of adult illiteracy. Schools for adult illiterates have been made a part of the public school system and the funds available for teaching adults may now come out of the State, county and local school revenue.

The records on file for the year 1919-20 show an enrollment of 8,342 adults in special schools, 4,280 white and 4,062 colored. Complete reports will show not less than 10,000 adults enrolled that have been taught this year. A course of study has been worked out during the year, plan of organization prepared and method of procedure have been given the county superintendent. But wherever a county is without efficient leadership little or no attention has been paid to adult illiterates, and little or no assistance has been given in organizing schools or training classes for adults who are unable to read and write. The success already attained is an evidence of what can be done when we have a very efficient administration in every county in the State.

Moreover, it is the large school unit in the rural district that makes it possible for the Bureau of Community Service of the State Department to co-operate with county superintendents in providing moving pictures for the citizens of the rural schools and organizing games and plays for the children and giving direction to physical education. The State is now co-operating with twenty different counties.

The State moving picture outfit gives wholesome recreation, and instruction in health, agriculture, and home building to the people who are far removed from the industrial centers. Reports received for the three months of March, April and May, show that an average of about 25,000 people attended these meetings monthly. This is an evidence of what can be done in building up strong co-operating rural communities and in giving these people the kind of wholesome recreation that will be delightfully entertaining and at the same time will carry to these districts instruc-

tion of an educational and social value. It is advisable to strengthen the work of this department and make it possible to carry the right kind of instruction in citizenship not only to children but to adults. In this way the monotony of rural life may be overcome and the community center may have life and a purpose which will be sufficiently attractive to preserve our rural population.

In organizing this work a circuit is formed in each county and a director remains in the county for, perhaps, a month or longer and then moves to another county and organizes a new circuit.

If this work is to be extended and made an effective agent for carrying the proper recreation and instruction to the people, it is absolutely necessary to strengthen the county organization.

New Salary Schedule for Principals and Superintendents

In order to hold the best men in these executive positions and make it attractive to teachers to take the training for executive work a new salary schedule for principals and superintendents was recommended by the State Department. This is absolutely the first step necessary in order to improve county administration. Therefore, the following schedule, which suggests also a classification of superintendents and principals in accordance with their experience, professional fitness and duties is recommended.

SALARY SCHEDULE FOR PRINCIPALS AND SUPERINTENDENTS

<i>Class</i>	<i>No.</i>	<i>Maximum Annual Salary</i>
A	220	\$3,500
B	182	2,400
C	50	2,000
D	120	1,800
E	100	1,320
	<hr/> 672	

The total number of principals and superintendents is 672. Class A embraces only county and city superintendents; Class B, superintendents of the smaller town graded schools and principals of certain types of city and rural high schools; Class C, principals of city elementary schools; Class D, principals of rural and city elementary schools of a given grade; and Class E, as a rule, teachers serving as principals of schools who will be entitled to 10% more than as teachers in the grades. These are classed as teachers and not as principals.

The maximum salary to be allowed from the State is given in this schedule. But only a small per cent, relatively, will receive this year the maximum salary. The estimated amount, therefore, from the State funds to pay the salaries of all county superintendents for six months and all city superintendents and principals for three months is \$452,400.

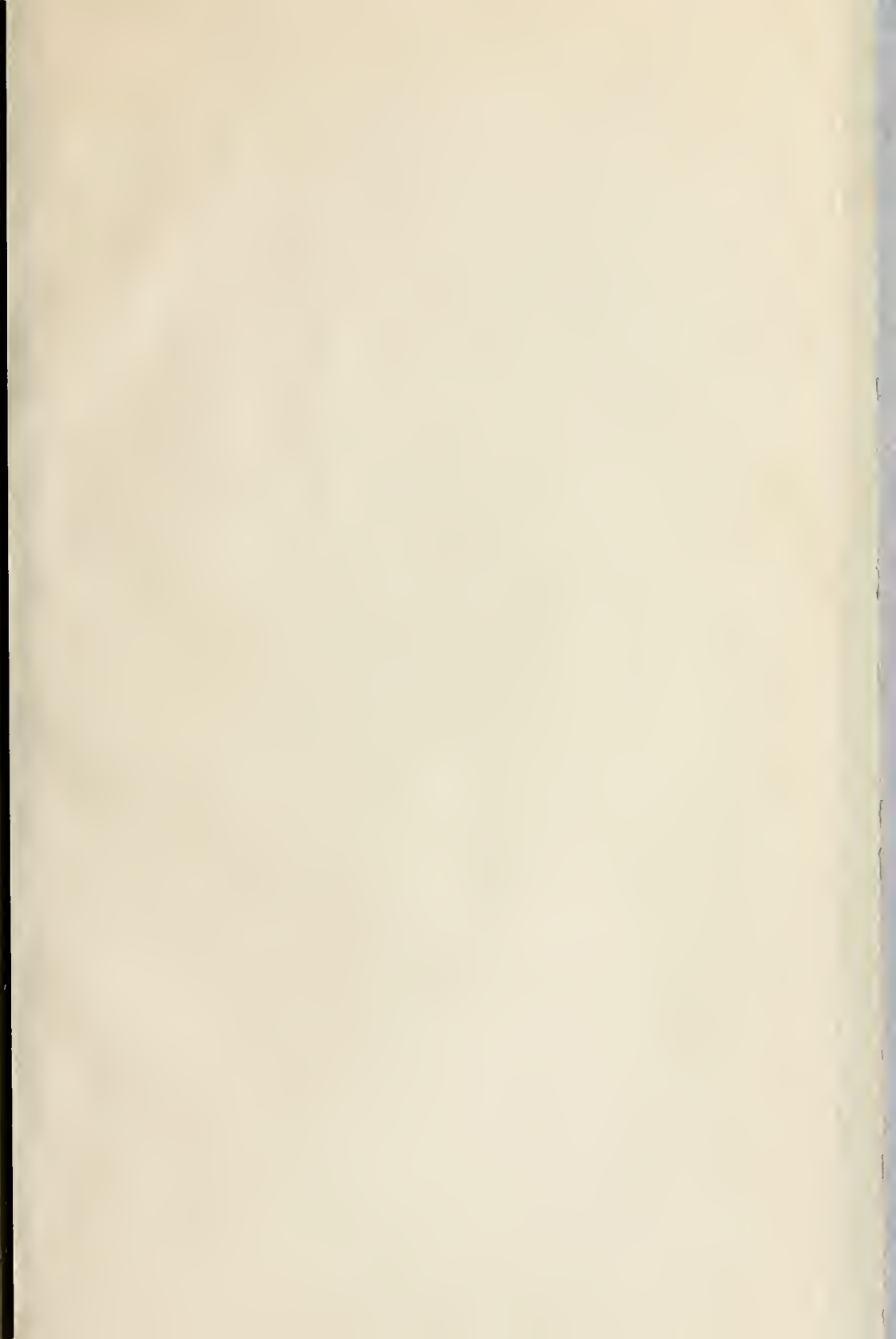
The State budget, therefore, for the year 1920-21 is as follows:

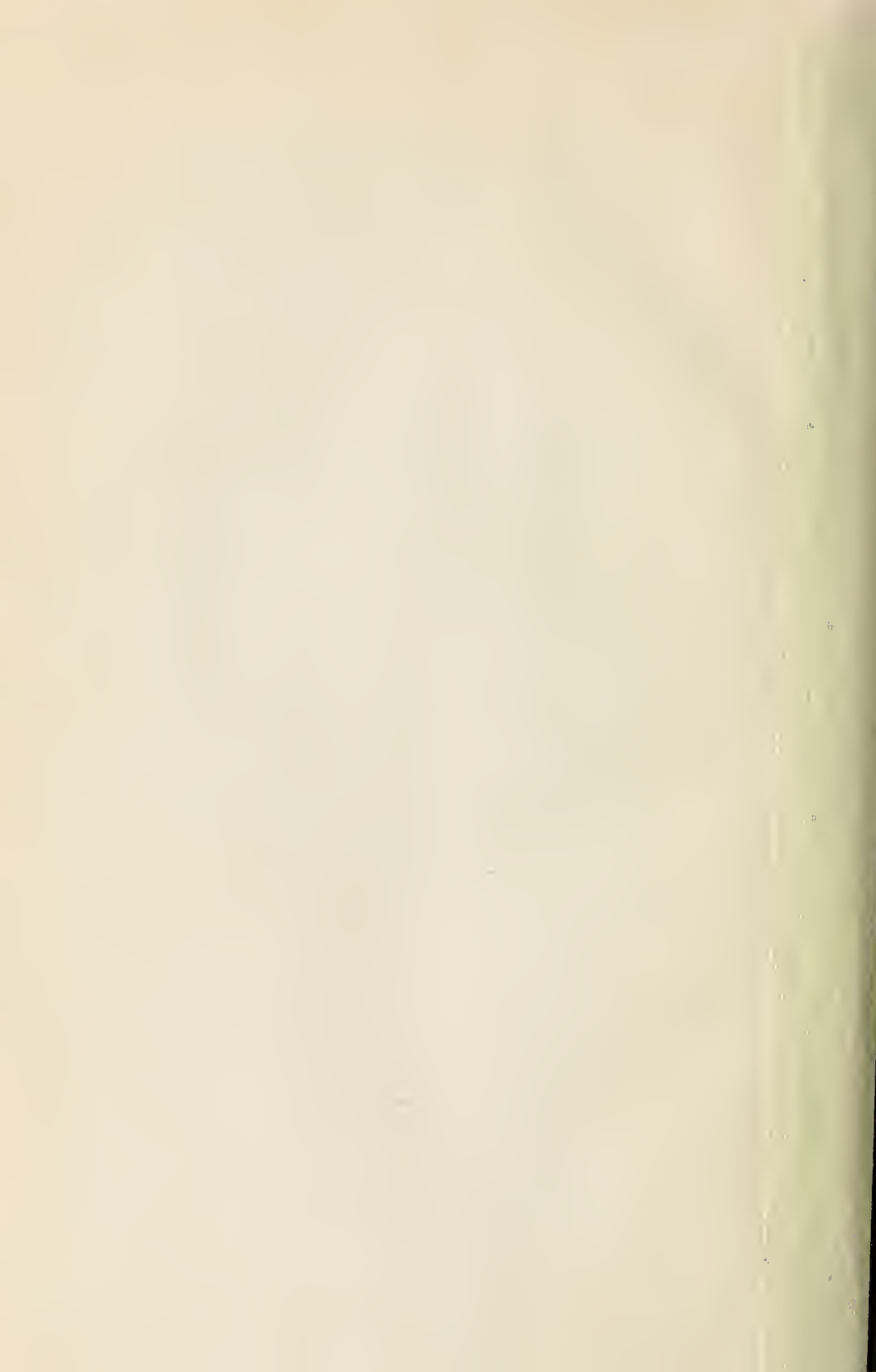
1. Salaries of all teachers three months.....	\$3,235,200	
2. Salaries of all principals and superintendents.....	452,400	
3. An equalizing fund for weak districts.....	100,000	
4. Appropriations from State Public School Fund:		
(a) For teacher training.....	\$ 50,000	
(b) For health supervision.....	50,000	
(c) For salary State Board of Exam- iners.....	25,000	
(d) For vocational work not otherwise provided.....	35,000	
		160,000
Total.....	\$3,947,600	

This is the total amount of the State Budget for 1920-21, except for the increase due to those teachers who raise the value of their certificates as a result of attending school this summer. We shall be able to estimate that amount, which will be relatively small, by the time the General Assembly convenes. It will be absolutely necessary, however, to make provisions for whatever increase is necessary if we expect to encourage the teachers to improve themselves and raise their scholarship and professional standing. The attendance upon summer schools merely indicates what North Carolina teachers will do when they have the proper incentive. Few communities really want the poorly prepared teacher, principal or superintendent. We have a fine enthusiasm now for raising the whole profession and giving to the State better qualified teachers. It will take about five years at the best to change very materially the standing of the whole teaching profession.

It would cost \$500,000 to raise the salaries of all teachers five dollars a month. If all the white teachers alone holding the second grade certificate should, by some magic, raise their certificates this year to the elementary, or the lowest State certificate, it would cost the State a million dollars extra. The teachers have set out with a determination to improve their efficiency. The test, therefore, has come. Does the State really wish to secure better teachers?

If so, it must pay the price.





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